Performance Audit Citywide Management of Take-Home Vehicles

November 2000

City Auditor's Office

City of Kansas City, Missouri

November 27, 2000

Honorable Mayor, Members of the City Council and Board of Police Commissioners:

This performance audit of city and Police Department management of take-home vehicles was initiated under the authority of the city charter and state statutes. Take-home vehicles currently represent an \$8.6 million investment and that investment has grown in recent years. This audit focuses on the assignment and use of take-home vehicles.

Neither city departments nor the Police Department are appropriately managing take-home vehicles. City departments assign vehicles to employees who do not meet criteria for needing them and whose emergency use of the vehicles is infrequent. The Police Department assigns nearly half of its fleet for take-home use, primarily based on rank or job assignment, without any specific criteria. As a result, the city and Police Department spend over \$1 million a year to support personal use of take-home vehicles for routine commuting to and from work.

While city regulations call for assignment of vehicles to employees who must frequently respond to after-hours emergencies, about one-quarter of the vehicles taken home are not assigned because of a need for emergency use. Further, about 75 percent of city employees with take-home vehicles reported that they have responded to an after-hours emergency only once a month or less in the last 12 months.

The Police Department assigns take-home vehicles at the discretion of the chief of police. The justification for most assignments is the employee's possible need to report to work at times other than the normal shift. Yet over 100 department employees with assigned vehicles reported that they have returned to duty only once a month or less during the last 12 months.

Because business use of some take-home vehicles is so infrequent, almost half of the mileage on the take-home fleet comes from daily commuting. The annual commuting costs associated with the 246 most infrequently used city and Police Department take-home vehicles amounts to approximately \$467,000. Reimbursing these employees for infrequent after hours business use of their personal vehicle would cost the city about 5 percent of that amount. The remaining \$444,000 represents vehicle resources that could be reallocated to more important fleet needs or eliminated.

Our recommendations emphasize better management controls over these costly assets. Clearer criteria and better record-keeping for assignment and use of take-home vehicles could limit these assignments and make it easier to periodically evaluate the need for them. Infrequently used vehicles could be reassigned based on need, or eliminated, with lower fleet acquisition and operating costs a probable result.

The city manager and chief of police received a draft of this report on October 3, 2000. Their written responses are included as appendices. We appreciate the courtesy and cooperation extended to us during this project by city and Police Department staff. The audit team for this project was Nancy Hunt, Douglas Jones, and Sharon Kingsbury.

Mark Funkhouser City Auditor

Performance Audit: Citywide Management of Take-Home Vehicles

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Introduction

Objectives

This audit of the city's and Police Department's management of takehome vehicles was conducted pursuant to Article II, Section 13 of the Charter of Kansas City, Missouri, which establishes the Office of the City Auditor and outlines the city auditor's primary duties. We identified the use of assigned vehicles as an issue for further audit work in our February 1999 performance audit, *Public Works Motor Equipment Division*.

This audit was also conducted pursuant to the authority of Chapter 84, Section 350, Revised Statutes of Missouri, which authorizes the city auditor to audit the Police Department. This section provides that the city auditor determine which agencies or divisions of the Police Department would most benefit from performance auditing and notify the Board of Police Commissioners. We identified the use of assigned vehicles as an issue for further audit work in our June 1996 *Preliminary Review, Kansas City, Missouri Police Department*.

A performance audit is an objective, systematic examination of evidence to independently assess the performance of a government organization, program, activity, or function in order to provide information to improve public accountability and facilitate decision-making.¹ This audit was designed to answer the following question:

• Do the city and Police Department appropriately manage the assignment and use of take-home vehicles?

Scope and Methodology

We conducted this audit in accordance with generally accepted government auditing standards with the exception of the completion of an external quality control review of the City Auditor's Office within the last three years.²

¹ Comptroller General of the United States, *Government Auditing Standards* (Washington, DC: U.S. Government Printing Office, 1994), p. 14.

² The last review was completed in April 1995. An external review is scheduled for January 2001.

Audit methods included the following:

- Reviewing city and Police Department instructions, regulations, and records related to the assignment, reporting, and use of take-home vehicles.
- Interviewing and surveying city, Police Department, and other cities' police department personnel on the assignment and use of take-home vehicles.
- Analyzing data from fleet management systems operated by the Aviation, Police, Public Works, and Water Services departments.
- Reviewing reports and other audits, including: Preliminary Review, Kansas City, Missouri Police Department (City Auditor's Office, June 1996); Public Works Motor Equipment Division (City Auditor's Office, February 1999); Review of the Kansas City Board of Police Commissioners (Office of the Missouri State Auditor, December 1999); Fleet Study (Kansas City, Missouri Police Department, April, 2000); and audits from other jurisdictions.
- Obtaining legal opinions from the city's Law Department.

We relied on Aviation, Police, Public Works, and Water Services departments' computer-processed fleet information data to develop vehicle count, age, cost, and mileage figures. We identified minor problems with some of the data and made corrections using other data sources. We believe the data is reliable for the purposes for which it was used.

The Police Department did not provide specific information on vehicles and personnel assigned to confidential or undercover operations. As a result, survey data for these assignments was not requested.

In accordance with state law, information regarding a legal matter has been withheld from this report.³ The city auditor will deliver an oral report to the Finance and Audit Committee of the City Council in executive session and the Audit Sub-committee of the Board of Police Commissioners. No other information was omitted from this report because it was deemed privileged or confidential.

³ RSMo. 610.021 (1).

Background

Departments may assign vehicles to employees to take home or leave (drop-off) at secured city facilities nearer their home in order to meet operational needs. Citywide, 559 vehicles are assigned to be taken home by employees, while 38 vehicles are assigned to be dropped off. (Appendix A contains a breakdown of take-home and drop-off vehicles by department and vehicle type.)

City code and an administrative regulation govern the assignment and use of city vehicles. A procedural instruction governs the assignment and use of Police Department vehicles.

Surveys on Vehicle Assignments

We surveyed city and Police Department employees assigned take-home and drop-off vehicles about their vehicle use. Appendix B contains the survey questions and results for city departments. Appendix C contains survey questions and results for the Police Department.

Performance Audit: Citywide Management of Take-Home Vehicles

Findings and Recommendations

Summary

City departments and the Police Department have invested about \$30 million in acquiring over 2,000 passenger vehicles. More than one-quarter of these vehicles are taken home by employees or dropped off close to the employee's home. The number of take-home assignments for city departments has grown 11 percent since 1998, with almost 20 percent of the city's passenger fleet assigned as take-home units. The Police Department's number of take-home vehicles has increased 43 percent since we last examined the data in November and December 1995. Currently, almost half of the Police Department's passenger vehicles are assigned to be taken home.

Many take-home vehicle assignments are not based on a proven need for or use of the vehicle to fulfill work responsibilities. City regulations permit take-home vehicle assignments for employees who are frequently required to answer emergency calls during both business and non-business hours. Our survey of employees who have such vehicles assigned indicated that 74 percent responded to emergencies during non-business hours once a month or less frequently during the previous 12 months.

The Police Department does not have criteria for assigning take-home vehicles; instead, such decisions are up to the discretion of the chief. The basis for most assignments is rank or job responsibilities, on the rationale that employees might need to report to work at times other than their usual shift. Our survey of police employees assigned take-home vehicles, however, indicated that 41 percent had returned to duty once per month or less frequently during the previous 12 months.

Almost half the mileage accumulated on take-home vehicles comes from commuting, at a cost of over \$1 million a year. Reimbursing actual mileage for after hours use of personal vehicles for employees who infrequently respond to emergency or call-back activities could save \$444,000 annually. The accuracy of records related to the personal use of city vehicles could be improved with the more frequent recording of information.

We recommend that the city manager and the chief of police develop clear criteria for the assignment and use of take-home vehicles. Current assignments should be re-evaluated and periodic reviews conducted to ensure vehicles are appropriately assigned. The recording and reporting of vehicle usage should also be improved.

Take-Home Vehicles Are a Growing Portion of Vehicle Resources

City departments and the Police Department have invested about \$30 million in acquiring over 2,000 passenger vehicles. The 597 vehicles taken home by city and Police Department employees represent an \$8.6 million initial investment, a substantial portion of the passenger fleet that has grown in recent years.

Almost Half of Police and a Fifth of City Vehicles Are Taken Home

About \$4.9 million in vehicles or approximately 47 percent of the Police Department's passenger vehicles are taken home by employees. About 18 percent of the city's passenger fleet is assigned to be taken home or dropped off by employees. (See Exhibit 1.)

Exhibit 1. Passenger Vehicle Fleet and Acquisition Value

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			Take-Home	Passenger	_
	Passenger		As % of	Fleet	Take-Home
	Vehicle	Take-Home	Passenger	Acquisition	Acquisition
Organization	Fleet ⁴	Vehicles	Fleet	Value⁵	Value
City	1,220	223	18.3%	\$19,135,790	\$3,645,751
Police	804	374	46.5%	11,026,264	4,926,999
Total	2,024	597	29.5%	\$30,162,054	\$8,572,750

Sources: Department fleet management systems and records.

Police and City Take-Home Vehicle Assignments Have Increased

In November and December 1995, there were 262 vehicles assigned to be taken home by Police Department employees. By May 2000, 374 vehicles were taken home, a 43 percent increase.

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⁴ For the purpose of this audit, passenger vehicle fleet includes all cars, minivans, sport utility vehicles, trucks less than 1-ton, vans less than 1-ton, and motorcycles. We also included three 1-ton trucks that were assigned as takehome vehicles in the passenger vehicle fleet counts.

⁵ Acquisition values are based on the fleet management system purchase price or the lease cost over the term of the lease. Median price and cost information were used when other information was not available. The median represents the midpoint in the data where there are an equal number of values above and below.

The number of city take-home vehicle assignments has also increased. In November 1998, there were 166 assignments for after-hours use of city-owned vehicles by employees of various city departments. By May 2000, the number of take-home vehicle assignments had increased 11 percent, to 185 vehicles. In addition, 38 vehicles were assigned to be dropped off.

City Take-Home Vehicles Not Limited to Emergency Use

Not all city take-home vehicle assignments are based on an employee's need to respond to emergencies. City regulation indicates that take-home vehicle assignments may be made to employees who are frequently required to answer emergency calls; however, key criteria in the regulation are not defined. Our survey of city employees assigned such vehicles indicated that about three-quarters infrequently drive their assigned vehicles to emergency calls outside of their normal work hours.

City Vehicles Should Be Assigned for Frequent Emergency Use

The city code prohibits the use of city-owned vehicles for personal convenience except when such services are available to the public or provided as municipal policy for the conduct of official business. Administrative Regulation (AR) 6-2, which establishes the city's policy for the assignment of take-home vehicles for all city departments except the Police Department, permits the assignment of vehicles "to employees who are frequently required to answer emergency calls during business and non-business hours." This policy, however, does not define "emergency" or "frequently". The absence of clearly defined criteria makes it difficult to apply this policy consistently or to review the appropriateness of assignments periodically.

Since the administrative regulation does not define "emergency" and "frequently," we developed the following definitions to use in our analysis.

- *Emergency*: An unforeseen circumstance requiring immediate action.
- Frequently: At least once every two weeks.

⁶ Memorandum from City Manager Robert Collins to Mayor Emanuel Cleaver II and City Council, November 6, 1998.

⁷ Because "frequently" was not defined, we selected a generous definition for analysis purposes. Although we did not attempt to develop a specific guideline, a more stringent requirement (48 emergency responses a year) is used in at least one other jurisdiction.

We confirmed the reasonableness of these definitions with the city manager.

Vehicle Assignments and Uses Include Many Planned Events

About one-fourth of city departmental justifications for take-home assignments include non-emergencies or planned events. Although the administrative regulation specifies that take-home assignments should be based on the need to respond to emergencies, city departments included non-emergencies in their justifications for assigning vehicles to employees. In addition to emergency responses and on-call duties related to water main breaks, flooding, signal repairs, and snow and ice control, departments listed before- and after-hours meetings, inspections, and city business. (Appendix D lists city justifications for take-home and drop-off vehicle assignments and shows how we classified them as planned or unplanned.)

Three-quarters of the city employees with take-home vehicles reported infrequent after-hours responses to emergencies. Although AR 6-2 authorizes the assignment of take-home vehicles when employees are required to frequently respond to emergencies both during and after business hours, 74 percent of city employees, reported that they respond to emergencies after normal working hours once a month or less frequently. (See Exhibit 2.) Over the last 12-month period, 22 employees with assigned vehicles reported never responding to an emergency during normal working hours and 30 employees reported never responding to an emergency outside of normal working hours.

Exhibit 2. Frequency of City Employees' Emergency Responses Outside of Normal Working Hours During the Last 12 Months

	Number of	
Frequency of Response	Employees	Percent
Every two weeks or more frequently	49	25.7%
Once a month or less frequently	142	74.3%
Total	191	100.0%

Source: Survey of city personnel, question 5.

Administrative Regulation Needs Clarification

The criteria in Administrative Regulation 6-2 needs to be defined so that take-home vehicle assignments are consistent and appropriate. The lack of clarity in the AR can make policy administration difficult and inconsistent, and result in unnecessary or inappropriate take-home vehicle assignments. Measurable criteria would facilitate initial and periodic evaluation of assignments. The city manager should clarify

criteria used for assigning take-home vehicles in order to strengthen management's control over vehicle assets. Once the criteria are defined, the city manager should direct staff to evaluate current take-home vehicle assignments based on the revised criteria.

Police Department Has No Criteria for Assigning Take-Home Vehicles

The Police Department does not have criteria for assigning take-home vehicles. A department regulation states that the chief is responsible for assigning department vehicles and that personal use of department vehicles is prohibited unless authorized by the chief. Almost half (47%) of the vehicles in the Police Department's passenger vehicle fleet are assigned to be taken home by employees. About 75 percent of these vehicles are assigned on the basis of rank or job assignment, on the rationale that employees might need to report to work at times other than their normal shift. Over 100 Police Department employees assigned take-home vehicles infrequently returned to duty. Clearly defined criteria describing the circumstances under which vehicles should be assigned would help determine whether these assignments are appropriate.

Assignment and Use of Take-Home Police Vehicles Vary Widely

The Police Department's Procedural Instruction (PI) 97-1 outlines procedures related to the assignment and use of department vehicles. According to the PI, the chief or his designee must authorize the assignment of department vehicles in writing, and personal use of vehicles is prohibited unless authorized by the chief. The instruction, however, does not include any other specific written criteria governing take-home vehicle assignments.

Most assignments are based on rank or unit. Command staff, traffic enforcement officers assigned motorcycles, canine officers, the tactical response team, and rapid response officers are all provided take-home vehicles under a single blanket authorization because of standby responsibilities. Standby employees are assigned take-home vehicles in order to respond quickly to duty outside of their normal workday.

Approximately 74 percent of take-home vehicle assignments are related to standby or call-back responsibilities, while 21 percent are reported as

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⁸ Sworn officers with the rank of captain and above.

security issues. Confidential vehicles, primarily related to narcotics and vice, account for most security related assignments. (See Exhibit 3.)

Exhibit 3. Justifications for Police Take-Home Vehicle Assignments

Justification	Count	Percent
Standby/call-back responsibilities	276	73.8%
Security	78	20.9%
Parking/vehicle security	7	1.9%
Transport canine	7	1.9%
High visibility	5	1.3%
Deployment of imaging system	1	.3%
Total	374	100%

Source: May 2000 Police Records.

Command staff and civilian managers are on-call 24 hours a day, 7 days a week unless on special assignment or vacation. Employees assigned take-home vehicles are expected to use their assigned vehicle for all local transportation while on-call. The on-call periods for police employees below the rank of captain vary among bureaus and divisions. On-call responsibilities for non-command employees can rotate.

Police call-back activity is frequent. Almost 60 percent of police employees reported that they were called back to duty at least once every two weeks during the past 12 months, while 72 percent reported most recently driving their vehicle to fulfill call-back to duty responsibilities for which they were eligible for overtime or comp-time compensation within the last two weeks. Approximately 41 percent of police employees, however, reported that they were infrequently called-back to duty. (See Exhibit 4.)

Exhibit 4. Frequency of Police Call-Back to Duty Responses During the Last 12 Months

	Number of	
Frequency of Response	Employees	Percent
Every two weeks or more frequently	150	59.1%
Once a month or less frequently	104	40.9%
Total	254	100.0%

Source: Survey of police personnel, question 3.

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⁹ Standby, on-call, and call-back responsibilities are all phrases related to a police employee's availability to return to work if needed. "Call back responsibilities" and "standby responsibilities" are the phrases used in letters from a former and the current chief of police providing blanket approvals for the assignment of take-home vehicles. "On-call" is a phrase used in PI 97-1 to establish guidelines for authorized business use of vehicles. These terms will be used interchangeably for the purposes of this report.

Police call-backs may be for planned or unplanned events. One-third of police employees reported they were most recently called back to duty for planned events. Reasons reported for call-back to duty varied among respondents. The most frequent call-back reasons were for Operation 100s (15%) and meetings (11%). Other reasons for call-backs included investigations, severe weather, training, school functions, and administrative duties.

Based on the most recent call-backs, command staff tends to be called back to duty for planned events. Detectives and officers below command rank, as well as civilian staff, are more likely to be called back for unplanned events. (See Exhibit 5.)

Exhibit 5. Reason for Most Recent Police Call-Back to Duty by Rank

	Planne	d Events	Unplanned Events	
Rank or Position	Number	Percent	Number	Percent
Captain and above	30	55.6%	24	44.4%
Civilian Managers and Supervisors	3	42.9%	4	57.1%
Sargent, Detective, Police Officer	47	27.0%	127	73.0%
Civilian Staff	2	18.2%	9	81.8%
Totals	82	33.3%	164	66.7%

Source: Survey of police personnel. Appendix C, Question 2 includes reasons for call-back and our characterization as planned and unplanned.

Police Take-Home Fleet Is Large and Unmarked

The Police Department has more take-home vehicles than police departments in other cities, and more of them are unmarked. Other police departments with high proportions of take-home vehicles use marked units for visibility in the community.

A high proportion of the Police Department's fleet is assigned as take-home vehicles. We surveyed police departments in comparable cities regarding take-home vehicle assignments. Kansas City assigned a greater portion (47%) of its fleet as take-home vehicles than all but two other cities surveyed. (See Exhibit 6.)

Exhibit 6. Take-Home Vehicle Assignments for Comparative Police Jurisdictions 10

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	Total		Take-Home	Marked	Marked Percent
Police	Passenger	Take-Home	Percent of	Take-Home	Of Take-Home
Department	Fleet	Vehicles	Fleet	Vehicles	Vehicles
Jacksonville	1,640	1,420	86.5%	1150	80.9%
Oklahoma City	886	533	60.2%	437	82.0%
Kansas City	804	374	46.5%	67 ¹¹	17.9%
St. Louis	640	188	29.3%	63	33.5%
Denver	934	162	17.3%	11	6.7%
Memphis	1,564	237	15.2%	191	80.6%
San Jose	658	73	11.1%	50	68.5%
Minneapolis	510	29	5.6%	20	68.9%

Sources: Interviews with other jurisdictions and KCPD records and fleet management system.

Visibility does not appear to be a factor in the assignment of Police Department take-home vehicles in Kansas City. Fewer than 18 percent of the Police Department's take-home vehicles are marked units. Police officials in Jacksonville and Oklahoma City reported that the size of their take-home fleets, most of which are marked, reflected a strategy of providing a visible presence in the community served. While Kansas City has a high proportion of its fleet assigned as take-home, only a small portion of the take-home fleet is marked. High visibility was the justification given for only five take-home vehicle assignments in the Police Department.

Criteria Should Be Established for Assigning Police Vehicles

Criteria need to be established for assigning take-home vehicles in the Police Department. The lack of criteria can make management difficult and result in unnecessary or inappropriate take-home vehicle assignments. Criteria would facilitate initial and periodic evaluation of assignments. The chief of police should develop criteria for take-home vehicle assignments. Possible criteria could include need for frequent emergency use of a vehicle and need for community visibility of marked police vehicles. Once the criteria is developed, the chief of police should direct staff to evaluate current take-home vehicle assignments based on the newly developed criteria.

¹⁰ We requested information on take-home vehicle assignments from all of the comparable jurisdictions identified in the *Fleet Study* (Kansas City, Missouri Police Department, April 2000). Austin and Atlanta did not respond to our request.

¹¹ The 67 units include 34 marked motorcycles, 29 marked cars, and 4 marked vans. Each of the five motorcycle supervisors are assigned both a take-home car and motorcycle.

Take-Home Vehicle Commuting Is Costly

Commuting costs for the city and Police Department total more than \$1 million a year. Because of low work-related usage, some assigned vehicles are primarily used for commuting. Almost half of the annual miles driven in take-home vehicles are for commuting purposes.

The infrequent after hours use of many take-home vehicles indicates that the number of take-home assignments may be excessive. Unnecessary take-home vehicle assignments increase operational costs, add mileage to vehicles, and decrease the pool of vehicles available to cover operational needs. The city could have saved over \$444,000 by reimbursing mileage rather than assigning vehicles to employees who infrequently use take-home vehicles after business hours.

Commuting Represents about Half of Take-Home Vehicle Mileage

About 47 percent of the 7.4 million miles driven annually by city and police employees with take-home vehicles are commuting or personal use miles. About 58 percent of the miles driven by city department employees with take-home vehicles are for commuting, while 42 percent of the miles on Police Department take-home vehicles are associated with commuting. (See Exhibit 7.) Because command staff and civilian police managers are expected to use their vehicles at all times due to the nature of their call-back responsibilities, personal usage could be much higher for those employees.

Exhibit 7. Estimated Annual Commuting Miles per Take-Home Vehicle

		Annual	Annual	Percent of
	Take-Home	Median	Commuting	Miles for
Organization	Vehicles	Miles ¹²	Miles ¹³	Commuting
City	223	10,149	5,847	57.6%
Police	374	13,836	5,847	42.3%

Sources: Mid-America Regional Council and City Auditor's Office calculations.

Commuting Costs Over \$1 Million Annually

Commuting in take-home vehicles costs between \$1.1 million and \$1.6 million annually depending on the measure used. Based on the federal

¹² Median mileage figures were used as a method of addressing outliers and missing data from the fleet management systems.

¹³ The average one-way commute within Kansas City, Missouri is 12.13 miles according to data from the Mid-America Regional Council. Based on this data, we estimate that annual commuting mileage is 5,847 per take-home vehicle.

mileage reimbursement rate of \$.325 per mile, ¹⁴ take-home vehicle commuting costs the city and Police Department about \$1.1 million per year. According to the Bureau of Transportation Statistics it cost \$.461 per mile to own and operate a vehicle in 1998. Based on this figure, take-home vehicle commuting miles cost the city and Police Department about \$1.6 million per year.

Eliminating Unwarranted Vehicle Assignments Could Reduce Costs or Reallocate Resources

Excess take-home vehicle assignments increase operational costs, add unnecessary mileage to vehicles, and decrease the pool of vehicles available to cover operational needs. By eliminating unwarranted take-home vehicle assignments, the city and Police Department could:

- Decrease operational costs
- Decrease the wear and tear on vehicles and extend the useful life
- Reallocate passenger vehicle fleet resources
- Not replace unneeded vehicles.

Over \$444,000 could be saved annually by using mileage

reimbursements. Reimbursing actual mileage for after hours use of personal vehicles for employees who reported infrequent emergency or call-back activities would cost the city and Police Department about \$23,000 a year. The difference between commuting costs and mileage reimbursements represents \$444,000 in passenger vehicle resources that could be reallocated or saved. (See Exhibit 8.)

Exhibit 8. Potential Cost Savings From Mileage Reimbursements

	Infrequently	Estimated	Estimated	_			
	Used	Commuting	Reimbursement	Potential			
Organization	Vehicles	Costs ¹⁵	for Actual Trips	Savings			
City	142	\$269,839	\$13,435	\$256,404			
Police	104	197,629	9,839	187,790			
Total	246	\$467,468	\$23,274	\$444,194			

Sources: Survey responses; department fleet management systems; Mid-America Regional Council; Federal Travel Regulations, and City Auditor's Office calculations.

Rotating take-home vehicle assignments may be appropriate for some employees. The Environmental Management and Health departments each rotate a single take-home vehicle and on-call responsibilities among staff members rather than providing a vehicle for

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¹⁴ 41 CFR §301-10.303 as amended by *Federal Register* page 1268 (2000).

¹⁵ Based on the federal mileage reimbursement rate of \$.325 per mile.

each employee with periodic on-call responsibilities. This type of takehome vehicle assignment requires fewer vehicles, is based on need and job responsibilities, and decreases the cost to the city to meet city operational needs.

Take-Home Vehicle Assignments Should Be Better Managed

Documentation supporting management's decision to assign a take-home vehicle is not available for more than half of city and about a quarter of Police Department assignments. Business and personal usage of vehicles is not recorded for most vehicles and periodic reviews of take-home assignments are infrequent.

Take-Home Assignments Are Rarely Reviewed

Once the initial decisions regarding take-home vehicle assignments are made, city departments and the Police Department rarely review assignments to ensure that they are still appropriate. The initial decision to assign a take-home vehicle to an employee is the critical control point in managing the take-home vehicle fleet. However, 52 percent of the city's assignments and 24 percent of the Police Department's assignments were not documented.

City departments do not comply with regulations requiring review.

No city department provided information or documentation of monthly or semi-annual reviews of take-home vehicle assignments. AR 6-2 requires review of city take-home vehicle assignments every six months. Prior to the February 2000 revision of AR 6-2, monthly reviews of take-home vehicles were required. Water Services and the Office of Environmental Management provided documentation that supported an annual department review of assignments.

The Police Department is conducting its first review of take-home vehicle assignments since 1995. One-third of the Police Department's current take-home assignments were justified on the basis of a February 1995 memorandum from a former police chief. The current chief issued an updated memorandum in May 2000. These memoranda and others dated between May 1988 and August 1998 authorized the assignment of 280 of the 374 take-home vehicle assignments. While information has been developed to justify the expansion of take-home vehicle assignments, once assignments are made, ongoing monitoring or review is not conducted to confirm the continuing need for the take-home vehicle assignment.

Call-back logs could provide data to determine frequency of response. About half the city departments and the Police Department maintain call-back lists. These lists give the name and phone number of employees who may be called to respond to city and police emergencies. Few departments, however, maintain logs of actual call-back activity by employee.

Call-back logs, if maintained for a period of time, record the information necessary to calculate frequency of response by employee. Such records can provide a baseline for determining the number of take-home vehicle assignments necessary for adequate emergency response.

Better Management Would Improve Controls and Reduce Costs

Well-defined criteria for the assignment and use of take-home vehicle assignments are needed. Better criteria could establish a benchmark against which the continued assignment of vehicles could be evaluated. Regular tracking and reporting of information on vehicle usage would permit management to re-evaluate assignments periodically. Little used or unnecessary assignments could be reassigned or eliminated, potentially saving more than \$444,000 annually.

Most departments do not maintain records on a daily or monthly basis reflecting the use of city vehicles. The absence of reliable records makes the review and evaluation of take-home vehicle assignments difficult.

Monthly recording of trips could improve reporting accuracy. Most departments did not maintain records on a daily or monthly basis reflecting the use of city vehicles. The Police and Codes Administration departments require employees to report the commuting use of vehicles on a monthly basis. Monthly recording of trips could improve reporting accuracy by encouraging the recording of activities before memory fades.

The city manager should ensure that departments correctly record and report personal use of take-home vehicles.

Recommendations

- 1. The city manager should clarify criteria used for assigning takehome vehicles.
- 2. The city manager should direct staff to evaluate current take-home vehicle assignments based on the revised criteria. Periodic reviews

should be conducted to ensure that vehicle assignments continue to be warranted.

- 3. The chief of police should develop criteria for take-home vehicle assignments.
- 4. The chief of police should direct staff to evaluate take-home vehicle assignments based on the newly developed criteria. Periodic reviews should be conducted to ensure that vehicle assignments continue to be warranted.
- 5. The city manager should ensure that departments correctly record and report personal use of take-home vehicles.

Other Issues

During the course of our audit work we identified issues beyond the scope of the audit that may warrant additional work.

Fleet Management Is Decentralized and Fragmented

The development of a comprehensive passenger vehicle inventory was difficult because no single system exists containing data related to vehicle descriptions, costs, and mileage for all city vehicles. This type of vehicle information is contained in fleet management systems operated by the Aviation, Police, Public Works and Water Services departments. While Aviation, Public Works, and Water Services use the same fleet management system software (GEMS 2000) and collect similar data, there are differences in the way the departments record and categorize fleet information. The Police Department uses different fleet management software.

The Parks and Recreation Department no longer uses an automated fleet management system. The department was only able to provide fleet management information consisting of a spreadsheet with an inventory listing and purchase amounts.

¹⁶ The Public Works fleet management system contains vehicle information for all city departments except Aviation, Parks and Recreation, Police, and Water Services.

Passenger Vehicle Fleet Is Aging

Citywide, about 49 percent of the passenger vehicles are 1995 or older models. Within city departments, 40 percent of the passenger vehicles are 1995 or older models and in the Police Department almost 65 percent are in this category. An aging fleet indicates that decisions about replacing vehicles will have to be made in the near future. An aging fleet also has cost implications; as vehicles get older, maintenance and operation costs increase.

Inconsistent or non-existent vehicle replacement policies. Most departments reported they had no vehicle replacement policy or based replacements on an "as needed" basis. Generally, departments indicated they wanted to replace vehicles every three to seven years. In April 2000, the Police Department released a fleet study report, which included a recommended fleet replacement policy for the department.

Lease versus buy. The city has 149 leased vehicles.¹⁷ The Neighborhood and Community Services and Fire departments lease the majority of these vehicles. Other departments with leased vehicles include the City Manager's Office, Finance, Health, Housing and Community Development, and Convention and Entertainment Centers. Lease periods are generally 36 months. Use of leases may be a response to the elimination in the 1987 adopted budget of depreciation charges that were used to fund vehicle replacement. However, leasing may not be the most cost-effective method for acquiring vehicles.

Type of Vehicles Purchased May Not Be Appropriate

The type of vehicle purchased should be based on need and intended use. Other than ¾-ton and larger trucks, sport utility vehicles (SUVs) are the most expensive passenger vehicles in the fleet and according to some studies, more expensive to operate than sedans. The median purchase price for an SUV is about \$22,400 and the median lease amount about \$20,700. The median purchase price for a sedan is about \$13,500 and the median lease amount about \$11,900. Citywide, there are 103 SUVs in the passenger vehicle fleet; 34 are take-home vehicles. Acquiring vehicles that are expensive to purchase and operate if less expensive vehicles could perform the same functions is a waste of resources.

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¹⁷ Based on fleet management system data as of April 30, 2000.

Appendix A

Take-Home and Drop-Off Vehicles by City Department and Police Bureau

Performance Audit: Citywide Management of Take-Home Vehicles

City Departments: Take-Home Vehicles by Department and Vehicle Type

Department	Car	Truck	Minivan	SUV	Van	Total	Percent
Water Services	22	19		3	9	53	28.6%
Parks	22	11	3	2	1	39	21.1%
Fire	13	1	4	13	1	32	17.3%
Public Works	19	1		2		22	11.9%
Aviation	5			5		10	5.4%
Codes	10					10	5.4%
Neighborhood & Community Services	9	1				10	5.4%
City Manager	1			2		3	1.6%
Health	2			1		3	1.6%
Environmental Management	1	1				2	1.1%
Finance				1		1	0.5%
Total	104	34	7	29	11	185	100.0%
Percent of Total	56.2%	18.4%	3.8%	15.7%	5.9%	100.0%	

Sources: Department fleet management systems, vehicle inventory records, and reported take-home vehicle assignments.

City Departments: Drop-Off Vehicles by Department and Vehicle Type

Department	Car	Truck Mir	nivan SL	V	Van	Total	Percent
Public Works	21	11				32	84.2%
Neighborhood & Community Services	1			2	1	4	10.5%
Environmental Management	1					1	2.6%
Water Services	1					1	2.6%
Total	24	11		2	1	38	100.0%
Percent of Total	63.2%	28.9%	5.	3%	2.6%	100.0%	

Sources: Department fleet management systems, vehicle inventory records, and reported drop-off vehicle assignments.

Police Bureaus: Take-Home Vehicles by Bureau and Vehicle Type

	,								
Bureau	Motorcycle	Car	Truck	Minivan	SUV	Van	Unknown	Total	Percent
Investigations		74		1	3	7	75	160	42.8%
Patrol	34	98				5		137	36.6%
Administration		27	1	4		7		39	10.4%
Executive Services		19	1	2		2	7	31	8.3%
Chief's Office		7						7	1.9%
Total	34	225	2	7	3	21	82	374	100.0%
Percent of Total	9.1%	60.2%	0.5%	1.9%	0.8%	5.6%	21.9%	100.0%	

Sources: Department fleet management system and reported take-home vehicle assignments.

Performance Audit: Citywide Management of Take-Home Vehicles

Appendix B

Take-Home Vehicle Survey Results: City Departments

Performance Audit: Citywide Management of Take-Home Vehicles

Take-Home Vehicle Survey Results: City Departments

In June 2000, we sent 223 surveys, using Lotus Notes and interdepartmental mail, to city staff with take-home or drop-off vehicle assignments and received 193 responses (86.5%). We asked questions related to how staff use take-home vehicles. The following tables contain the results of the city staff survey.

1. Your department.

Response	Count	Percent
Aviation	9	4.7%
Codes Administration	9	4.7%
Environmental Management	3	1.6%
Finance	1	0.5%
Fire	27	14.0%
Health	3	1.6%
City Manager's Office	2	1.0%
Neighborhood & Community Services	12	6.2%
Parks and Recreation	38	19.7%
Public Works	43	22.3%
Water Services	46	23.8%
Total	193	100.0%

2. When you respond to an emergency **outside** of your normal working hours, to what location do you most frequently report?

Response	Count	Percent
Scene of incident	129	66.8%
Regular work site	35	18.1%
Emergency Operations Center	4	2.1%
Other	8	4.1%
I never respond to emergencies		
outside normal working hours	17	8.8%
Total	193	100.0%

3. When did you most recently drive your assigned city vehicle **outside** of your normal working hours to answer an **emergency** call?

Response	Count	Percent
Within the last 24 hours	15	7.8%
Within the last week	42	21.8%
Within the last two weeks	27	14.0%
Within the last month	32	16.6%
Within the last 3 months	16	8.3%
Within the last 6 months	10	5.2%
Within the last 12 months	17	8.8%
More than 12 months ago	8	4.1%
Never	25	13.0%
Don't know	1	0.5%
Total	193	100.0%

4. During the last 12 months, approximately how often did you drive your assigned city vehicle **during** your normal working hours to answer an **emergency** call?

	Percent
39	20.5%
34	17.9%
26	13.7%
34	17.9%
31	16.3%
4	2.1%
22	11.6%
190	100.0%
3	
	34 26 34 31 4 22

5. During the last 12 months, approximately how often did you drive your assigned city vehicle **outside** of your normal working hours to answer an **emergency** call?

Response	Count	Percent
Daily	2	1.0%
At least once a week	23	12.0%
At least once every two weeks	24	12.6%
At least once a month	55	28.8%
Less than once a month	48	25.1%
Less than once a year	9	4.7%
Never	30	15.7%
Total	191	100.0%
No Response	2	

6. During the last 12 months, approximately how often did you drive your assigned city vehicle **during** your normal working hours to fulfill **non-emergency** work responsibilities?

Response	Count	Percent
Daily	165	85.9%
At least once a week	16	8.3%
At least once every two weeks	1	0.5%
At least once a month	0	0.0%
Less than once a month	2	1.0%
Less than once a year	2	1.0%
Never	6	3.1%
Total	192	100.0%
No Response	1	

7. During the last 12 months, approximately how often did you drive your assigned city vehicle **outside** of your normal working hours to fulfill **non-emergency** work responsibilities?

Response	Count	Percent
Daily	15	7.9%
At least once a week	38	19.9%
At least once every two weeks	26	13.6%
At least once a month	37	19.4%
Less than once a month	31	16.2%
Less than once a year	5	2.6%
Never	39	20.4%
Total	191	100.0%
No Response	2	

8. During the last 12 months, approximately how often did you commute to and from work in your assigned city vehicle?

Response	Count	Percent
Daily	171	89.5%
At least once a week	3	1.6%
At least once every two weeks	1	0.5%
At least once a month	3	1.6%
Less than once a month	4	2.1%
Less than once a year	2	1.0%
Never	7	3.7%
Total	191	100.0%
No Response	2	

9. During the last 12 months, approximately how often were you "on call" or "stand-by"?

Response	Count	Percent
Daily	135	70.3%
Two weeks a month	6	3.1%
One week a month	2	1.0%
At least once a week	2	1.0%
At least once every two weeks	0	0.0%
At least once a month	9	4.7%
Less than once a month	9	4.7%
Less than once a year	2	1.0%
Never	27	14.1%
Total	192	100.0%
No Response	1	

10. What was the nature/reason for your most recent **emergency** response **outside** of normal working hours?

Response	Count	Percent
Water equipment damage or failure	32	18.6%
Severe weather, flood duty	31	18.0%
Alarm, damage to facilities or	26	15.1%
equipment		
Bomb threat, fire, arson	23	13.4%
Code violations	13	7.6%
Traffic	7	4.1%
Down trees	6	3.5%
Gas leak, electrical power outage,	6	3.5%
chemical spill		
Investigation	6	3.5%
Aviation emergency	4	2.3%
Technical system failure, installation,	4	2.3%
alarm		
Response to accident	1	0.6%
Response for Unplanned Events	159	92.4%
Program management, observation	9	5.2%
Meeting	2	1.2%
Building maintenance	1	0.6%
Delivering supplies	1	0.6%
Response for Planned Events	13	7.6%
Total Responses	172	100.0%
No Response	21	

Appendix C Take-Home Vehicle Survey Results: Police Department

Performance Audit: Citywide Management of Take-Home Vehicles

Take-Home Vehicle Survey Results: Police Department

In June 2000, we sent 268 surveys to police staff with take-home vehicle assignments (excluding confidential/undercover assignments) and received 255 responses (95.1%). We asked questions related to how staff use take-home vehicles. The following tables contain the results of the police staff survey.

For the purposes of this survey, we defined callback as any call to duty outside an employee's tour of duty that required employees to leave home or a non-work location and drive to a work or problem location.

1. When did you most recently drive your assigned vehicle in order to fulfill callback to duty responsibilities for which you were eligible to receive overtime or comp-time?

Response	Count	Percent
Within the last 24 hours	49	19.3%
Within the last week	98	38.6%
Within the last two weeks	35	13.8%
Within the last month	41	16.1%
Within the last 3 months	17	6.7%
Within the last 6 months	6	2.4%
Within the last 12 months	2	0.8%
More than 12 months ago	2	0.8%
Never	1	0.4%
Don't know	3	1.2%
Total	254	100.0%
No Response	1	

2. What was the nature/reason for your most recent callback to duty response?

Response	Count	Percent
Operation 100	36	14.6%
Investigation, meth lab	25	10.2%
Homicide	20	8.1%
Response to accident	17	6.9%
Bomb threat, fire, arson	14	5.7%
Severe weather, flooding	14	5.7%
Arrest	12	4.9%
Technical system failure	9	3.7%
Crowd control	4	1.6%
Injured officer	4	1.6%
Discharge of firearm	3	1.2%
Building maintenance	2	0.8%
Traffic	2	0.8%
Commercial Vehicle Inspection	1	0.4%
Overtime job	1	0.4%
Call Back for Unplanned Events	164	66.7%
Meeting	28	11.4%
Training	11	4.5%
Special event	9	3.7%
Court	8	3.3%
Program management	7	2.8%
Administrative duties	6	2.4%
School functions	4	1.6%
Delivering supplies	3	1.2%
Chief's Office responsibilities	2	0.8%
Mayor's security	2	0.8%
Legal research	1	0.4%
Memorial services	1	0.4%
Call Back for Planned Events	82	33.3%
Total Responses	246	100.0%
No Response	9	

3. During the last 12 months, approximately how often did you drive an assigned vehicle to fulfill your callback to duty responsibilities for which you were eligible to receive overtime or comp-time?

Response	Count	Percent
Daily	34	13.4%
At least once a week	54	21.3%
At least once every two weeks	62	24.4%
At least once a month	78	30.7%
Less than once a month	20	7.9%
Less than once a year	0	0.0%
Never	6	2.4%
Total	254	100.0%
No Response	1	

4. When you respond to a callback to duty, to what location do you normally respond?

Response	Count	Percent
Scene of incident	168	66.1%
Site of meeting or special event	45	17.7%
Regular work site	14	5.5%
All of the above	17	6.7%
Detention, headquarters	3	1.2%
Division stations	2	0.8%
Mobile communications post	1	0.4%
I am never called back to duty	4	1.6%
Total	254	100.0%
No Response	1	

5. During the last 12 months, approximately how often did you drive your assigned police vehicle to commute to and from work?

Response	Count	Percent
Daily	249	98.4%
At least once a week	3	1.2%
At least once every two weeks	0	0.0%
At least once a month	0	0.0%
Less than once a month	0	0.0%
Less than once a year	0	0.0%
Never	1	0.4%
Total	253	100.0%
No Response	2	

6. During the last 12 months, approximately how often were you "on call" or "stand-by"?

Response	Count	Percent
Daily	182	71.9%
Two weeks a month	22	8.7%
One week a month	15	5.9%
At least once a week	2	0.8%
At least once every two weeks	3	1.2%
At least once a month	18	7.1%
Less than once a month	5	2.0%
Less than once a year	2	0.8%
Never	4	1.6%
Total	253	100.0%
No Response	2	

Appendix D

Justifications for City and Police Department Take-Home and Drop-Off Vehicle Assignments

Justifications for Assignment of Take-Home Vehicles: City Departments

Justification Reported by Department	Count	Percent
After hours meetings/investigations/on call	1	0.4%
Before and after hours inspections/weekends/radioactive		
emergency response	1	0.4%
Call-ins/emergencies/parts	1	0.4%
City business during off hours/occasional call-outs	2	0.9%
Emergency Repair/sewer systems/night meetings	1	0.4%
Emergency Response	1	0.4%
Emergency Response to dangerous buildings	6	2.7%
Emergency Response to MCI	2	0.9%
Emergency Response/24 hours to Treatment Plant	1	0.4%
Emergency Response/after hours/assist crew	13	5.8%
Emergency Response/citywide	1	0.4%
Emergency Response/dry-weather bypasses	1	0.4%
Emergency Response/high water	3	1.3%
Emergency Response/meetings	2	0.9%
Emergency Response/vehicle breakdowns	2	0.9%
Emergency Response/water main breaks	13	5.8%
Emergency signal repair	3	1.3%
Emergency street closures and sign repair	2	0.9%
Emergency traffic signal and street lighting response/meetings	1	0.4%
Equipment failure/24 hours/7 days	1	0.4%
Extreme Emergency/repair after hours	5	2.2%
First response for emergency operations center/after hours meetings	1	0.4%
First response snow and ice	9	4.0%
K9 on call	2	0.9%
Monitor road/traffic conditions/after hours meetings	1	0.4%
On call	3	1.3%
On call 24 hours	2	0.9%
On call after hours	6	2.7%
On call after hours/emergencies/bioterrorism	1	0.4%
On call after hours/emergency response	1	0.4%
On call after hours/security and storerooms	1	0.4%
On call alarms/invest/code violations	1	0.4%
On call code violations	12	5.4%
On call emergencies/after hours	3	1.3%
On call emergencies/business meetings	2	0.9%
On call evenings and weekends	3	1.3%
On call fire investigator	4	1.8%
On call media	2	0.9%
On call terrorist preparation	1	0.4%
On call/24 hours/accidents and emergencies	1	0.4%
On call/evening meetings	1	0.4%
On call/Public education/emergency	1	0.4%
On call/security inquiries/investigations	1	0.4%
On call/weekend and evening meetings	1	0.4%

Performance Audit:	Citywide Management	of Take-Home Vehicles

Respond to high water	1	0.4%
Response to bridge problems	1	0.4%
Snow and flood control response	1	0.4%
Waste Water Environmental/24 hours/7 days	2	0.9%
Waste Water sewer over-flows/after hours	1	0.4%
Waste Water/Flood/citywide	1	0.4%
Total Unplanned Events	132	59.2%
After hours calls and meetings	2	0.9%
After hours pavement marking inspections and investigations	1	0.4%
After hours traffic signal patrol and electrical inspections	1	0.4%
After hours work zone inspections of permit locations	2	0.9%
Attend meetings/hearings	1	0.4%
Attend meetings/patrol and inspect	1	0.4%
Before and after hours investigations and meetings	1	0.4%
Before and after hours monitoring and inspections	1	0.4%
Before and after hours signal/intersection design investigations	1	0.4%
Before and after hours traffic signal design investigations	1	0.4%
Business and transportation	1	0.4%
Business use/after hours	2	0.9%
City business	2	0.9%
City business/check centers/meetings	1	0.4%
Construction inspection	1	0.4%
Customer service	1	0.4%
Department and Board Assignments	1	0.4%
Department Safety Officer	1	0.4%
Employment benefit	1	0.4%
Equipment inspections/parts/city business	1	0.4%
Evening and Late Night assignments	4	1.8%
Farm Use	1	0.4%
Field checks before and after hours	1	0.4%
Get parts/transportation between courses	1	0.4%
Inspections	7	3.1%
Management/meetings/course inspections	1	0.4%
Monitor traffic control	1	0.4%
Oversees activities/meetings/inspections	2	0.9%
Pool car for Transportation Planning Section must be relocated every night	1	0.4%
Reset pumps/irrigation leaks/meetings	1	0.4%
Site visits/Employee Assistance	1	0.4%
Staff Support	1	0.4%
Storeroom/Equip Fuel Truck after hours	1	0.4%
Supervise centers/city business	1	0.4%
Supervise/meetings/inspections	2	0.9%
Training seminars/meetings	1	0.4%
Training work teams	1	0.4%
Transport supplies and equipment ground breakings	2	0.9%
Undercover use	1	0.4%
Total Planned Events	55	24.7%
No Justification Given	36	16.1%
Total Justifications	223	100.0%
i dai dadinationo	220	100.070

Justifications for Assignment of Take-Home Vehicles: Police Department

Justification Reported by Police Department	Total	Percent
Standby responsibilities	241	64.4%
Job assignment/standby responsibilities	5	1.3%
Job assignments/prior to, after normal duty hours	10	2.7%
Job assignment	1	.3%
PRE subject to 24 hour callback	3	.8%
HIDTA subject to 24 hour callback/leased vehicle	16	4.3%
Grant vehicle/high visibility/leased	4	1.1%
Donated vehicles (TIPS) high visibility	1	.3%
Security issues	8	2.1%
Security/parking	70	18.7%
Vehicle security issues/late meetings	1	.3%
Parking issues	6	1.6%
Transport Canine	7	1.9%
Deployment of imaging system	1	.3%
Total	374	100.0%

Source:May 2000 Police Records.

Appendix E City Manager's Response

NOV 1 3 2000

CITY AUDITOR'S OFFICE



Office of the City Manager



November 8, 2000

TO:

Mark Funkhouser, City Auditor

FROM:

Robert L. Collins, City Manager

SUBJECT:

Revised Response to – Draft Report on Take-Home Vehicles

I am in receipt of the above noted report and have the following response to the recommendations:

1. The city manager should clarify criteria used for assigning take-home vehicles.

Agree. A review of the criteria will be initated and redefined.

2. The city manager should direct staff to evaluate current take-home vechicle assignments based on the revised criteria. Periodic reviews should be conducted to ensure that vehicles assignments continue to be warranted.

Agree. A report identifying department, staff and purpose will be prepared and reviewed yearly.

5. The city manager should ensure that departments correctly record and report personal use of take-home vehicles.

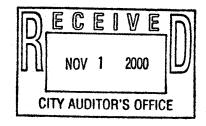
Agree. The city manager will initiate a system by which reporting notification can be initiated and monitored.

RLC:emm

Appendix F		
Police Chief's Response		







Chief's Office

1125 Locust Street Kansas City, Missouri 64106

> Office (816) 234-5010 Fax (816) 234-5013

DATE: November 1, 2000

TO: Mark Funkhouser, City Auditor

FROM: Richard D. Easley, Chief of Police

SUBJECT: Response to: Draft Audit Report of Take-Home Vehicles

After review of the above draft report, the following is provided in response to the listed recommendations, as they relate to the Police Department. For consistency, our individual responses mirror those made by the city to the same audit.

3. The Chief of Police should develop criteria for take-home vehicle assignments.

Agree. Criteria currently utilized will be clarified, further defined and formalized.

4. The Chief of Police should direct staff to evaluate take-home vehicle assignments based on the newly developed criteria. Periodic reviews should be conducted to ensure that vehicle assignments continue to be warranted.

Agree. A review system will be developed and implemented as soon as practical.

Please advise me if I can be of assistance in coordinating a meeting of the Board of Police Commissioners Audit Committee to allow you to present your findings.

Kichard D. Easley
Richard D. Easley
Chief of Police